

MC#2 J. J.

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12 March 1973

MEMORANDUM FOR: Deputy Director for Intelligence

SUBJECT : Federal Mapping Task Force Report

1. This memorandum is for information. It discusses the results of the intensive review of the civilian mapping community by the OMB-organized Federal Mapping Task Force which has been completed. The Task Force's findings and recommendations now include, among other things, a strong case for increased utilization of T-KH materials in support of U.S. civil agency mapping needs. If approved by OMB, copies of the Task Force report will be disseminated more broadly to other involved Government agencies, including CIA. The full report has not been made available for review.

Background

2. As you know, OMB created the Federal Mapping Task Force in April 1972 to study the civilian mapping community and develop plans for improving productivity and responsiveness, while keeping costs down. The Task Force has been chaired by an OMB staff member, [] a former CIA employee with extensive experience in photographic reconnaissance matters. The remainder of the Task Force consists of one representative--a specialist--each from Defense, Interior, Agriculture, and Commerce, with [] of CIA's OBGi as consultant on satellite mapping security implications and constraints. This nucleus has been supported by a large full-time staff of over 45 leading map specialists who were organized into various working groups. A total of 44 Federal agencies

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3. The inadequate responsiveness by the traditional mapping agencies to standing domestic requirements and important new programs related to urban renewal, pollution control, antipoverty, agriculture, mass transit, natural disaster assessment, and environmental conservation matters has resulted in a proliferation of expensive and duplicatory mapping activities by additional agencies to fill the gaps.

Task Force Findings

4. The two basic themes stressed by the Task Force report are the needs for increased centralization of civilian mapping organization and activities, and increased utilization of satellite photography and related advanced technology.

5. It is evident that the final report will recommend a major reorganization and centralization of the civilian mapping effort. The scope of the reorganization is indicated by the options that were being initially considered--the creation of

a. A Civil Mapping Agency parallel to the recently established Defense Mapping Agency;

b. A National Mapping Agency which will also include the Defense Mapping Agency; or,

c. High-level Federal committees or a coordinator to strengthen management and coordination.

6. The Task Force has concluded that a more systematic use [redacted] in particular, would greatly increase the efficiency and productivity of the civilian mapping organizations. Estimates of the direct savings that civilian mapping could achieve from the application of advanced satellite mapping technology (such as the DoD's Defense Mapping Agency has already developed) are small, on the order of [redacted] per year. However, the direct savings are not the only index of value in analyzing the civil mapping problem. A major cited factor, whose monetary value is impossible to

determine, would be the increased responsiveness, i.e., in more rapidly producing a larger volume of reliable up-to-date maps to support current domestic programs that could be probably achieved from a data base of recent T-KH photography. An example used to illustrate this is a current official mapping program to establish a field control network throughout Alaska. As presently planned, this ground survey network would require almost 70 years to complete. Use of satellite technology will cut the time down to a small fraction, and provide the potential for timely production of sorely needed 1:24,000 topographic maps on this rapidly developing area.

25X1A 7. [] is pressing in the Task Force report for an expanded utilization of T-KH materials to produce unclassified map products of U.S. areas. His view is that the T-KH satellite program is a national asset, whose capabilities should be more fully exploited for important domestic programs. Thus, the specific security policy issues that will be raised by the work of the Task Force center around how T-KH materials can be increasingly applied to facilitate the production of civilian maps of the U.S. at the unclassified level.

8. Up to the present time, the only systematic effort to use T-KH satellite photography for mapping the U.S. has been done by the U.S. Geological Survey at its T-KH facility at Reston, Virginia. This organization is now well along toward the objective of updating the unclassified map sheets that cover the U.S. at a scale of 1:250,000 and has started to update larger-scale sheets that cover small areas at 1:24,000. The Geological Survey experience with satellite photography parallels that of the DoD mappers--the T-KH sources have drastically reduced the time and direct costs of map revision.* It is almost certain that, with good planning and reorganization, their experience and findings could be applied to the other mapping programs now carried out in the Departments of the Interior, Agriculture, Housing and Urban Development, the National Oceanic and Atmospheric Administration, the Environmental Protection Agency, and others. As indicated in my 26 February memorandum for the DCI on T-KH billets for NOAA and EPA, steps in this direction are already being undertaken.

*Total costs per map sheet, however, have not yet been reduced to a corresponding degree--principally because the overhead of maintaining a codeword security center is high relative to the limited production volume.

9. In a presentation of the Task Force's preliminary findings to the ARGO Committee on 15 December 1972, [] indicated that the following actions (listed in his order of probable increasing difficulty) are required for the civilian mappers to fully use the [] capability:

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b. Considerably more direct access to satellite materials will have to be provided for civil government mapping personnel.

c. Additional facilities geared to work with satellite products eventually would need to be established and maintained.

d. Capitalization would have to be increased initially to provide the civilian mappers with the necessary technical equipment to effectively use satellite imagery.



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10. The current draft of the Task Force report is recommending that OMB initiate a review of security policy regarding classified satellite photography of the U.S. to assess the risk, if any, to the NRP of the following actions:

- a. Declassification of some reconnaissance satellite photography for offset-printed orthophoto products.
- b. Controlled use of reconnaissance satellite photographs for identification of geodetic markers in the field.
- c. Declassification of reconnaissance satellite photographs for gradual controlled release, sanitized and nonattributed, to the public domain.
- d. Depending on the results of the review, establish a "Joint Security and Declassification Working Group" to implement actions pursuant to the new policy guidance.

As you see, many of these points would be covered by the decontrol proposals that are now under review with the Director.

Evaluation and Implications

11. There is agreement with the Task Force conclusion that the KH photography can provide the necessary technical base for modernizing the civilian mapping effort.

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12. Up to the present, satellite materials have not been used by civil components to any major degree. This stems in part from the initial conscious insulation of intelligence systems from the public domain-- although, even after the ARGO efforts, the civilian community has failed to tap the full potential of T-KH photography. The existing constraints of compartmented security have also contributed, of course, but perhaps even more important has been the general lack of civil agency initiative and far-sightedness. The activities of the Federal Mapping Task Force has energized a broad re-evaluation of these aspects.



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15. I see two specific policy questions arising out of the activities of the Task Force which you and the Director need to be alert to. The first question involves policy with respect to long-term, permanent, formal use of primary intelligence collection systems on a continuing basis for civilian domestic programs. While the precedent is well established for the use of T-KH photography by the U.S. Geological Survey T-KH facility at Reston to produce the national topographic maps, this use has been on a quite limited scale. An expansion of this civilian mapping effort along the full lines proposed by the Task Force will almost surely at some point generate questions about the use of intelligence assets for these purposes, and, of course, potential charges of domestic "spying". Long-range policy in this regard will need to be worked out carefully.

16. Policy concerning the security handling of both the technologically obsolete and the current T-KH photography, and the degree to which it can or should be modified so as to facilitate the domestic civilian mapping program, is being considered in the review now under way concerning the handling of photo satellite materials across the board. The Task Force report will be a major formal input in assessing benefits and other considerations in the civil applications area, and I do not at this stage see any major new elements emerging that you have not taken into account in the other review.

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